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Homeland Security

United States  
Coast Guard



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**DEPARTMENT OF HOMELAND SECURITY**

**U. S. COAST GUARD**

**STATEMENT OF**

**REAR ADMIRAL JOSEPH NIMMICH**

**ON THE**

**COAST GUARD MISSION BALANCE**

**BEFORE THE**

**SUBCOMMITTEE ON COAST GUARD AND MARITIME TRANSPORTATION**

**COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE**

**U. S. HOUSE OF REPRESENTATIVES**

**SEPTEMBER 14, 2006**

## **Introduction**

Good morning Mr. Chairman and distinguished members of the Committee. It is my pleasure to appear before you today to discuss the Coast Guard's continuing efforts to provide the Nation a flexible, responsive and balanced mission performance across the Service's eleven legislatively mandated mission programs. By discussing how Coast Guard mission organization, organizational strategy and risk methodology support balanced mission planning and execution, I hope to promote greater understanding and support for the Nation's oldest continuous sea going service.

### **National Value Proposition – Military, Multi-Mission, Maritime U.S. Coast Guard**

The Coast Guard's world of work takes place on our oceans, seas, lakes, rivers, bays, sounds, harbors and waterways. This is the maritime domain and it is unique. Distinct from land borders characterized by clear legal boundaries, our oceans represent the last global commons. The fact that we live in an interconnected world is nowhere more apparent than in the maritime domain. The maritime domain is fundamental to our own and the international community's economic prosperity. As such, maritime safety and security are not just issues of U.S. national interest and security, but of global stability. The maritime domain is enormously complex and hosts an unparalleled variety of users. From the world's largest cruise ships and tankers to commercial fishermen and weekend boaters, the profiles of maritime users are as varied as the jagged coastlines surrounding our country.

Thankfully, the Nation has built a Coast Guard that is able to operate successfully in this complex and unique environment. The Coast Guard that you oversee and that we have collectively built has a relatively straightforward purpose – to guarantee the safety, security and prudent stewardship of the U.S. maritime domain by exercising authorities and deploying capabilities. The Coast Guard must be ready to act. Enabled by awareness and equipped to sustain an effective presence, the Coast Guard responds to challenges presented in the complex and dynamic maritime environment.

The Nation's needs are not static, though. New challenges emerge as others are mitigated. The Coast Guard must be steadfast in its character, but adaptive in its methods. Coast Guard capabilities, competencies, organizational structure and processes must change accordingly. Our mandate and responsibility, indeed our passion, is serving the Nation as the lead Federal agency for maritime homeland security with the best leadership, authorities and capability we can muster. To do this, we must be, and are, military, multi-mission, and maritime.

It is this inseparable bond that not only defines who the Coast Guard is, but provides the framework upon which the ability to provide historically high levels of service to the American people rests. When you support one facet of the service, you support the entire service. This holistic approach to mission execution, with its inherent flexibility and surge capability provides the necessary focus for a Coast Guard that is more relevant to the Nation than ever. It allows examination of Coast Guard mission execution with respect to its performance targets and the degree to which the Coast Guard continues to mitigate risk in the maritime domain across all mission areas. The post-9/11 environment demands that we concentrate on identifying emerging threats, reducing risk in the maritime domain, and striving to achieve our performance goals in each and every important mission area.

The Coast Guard successfully ensures that both Homeland Security and Non-Homeland Security missions are properly executed. Through a balanced allocation of resources, we met eight of our eleven mission goals in Fiscal Year 2005. Of the three missions that missed their targets, two still had strong positive results. Living Marine Resources fisheries compliance achieved 96.4% against a 97% target. Undocumented Migrant Interdiction achieved 85.5% against a 88% target. Defense Readiness' combat readiness rating achieved 69% versus the 100% target. To achieve these results overall, the Coast Guard allocated approximately 46% of its mission resources toward its Safety, Protection of Natural Resources and Waterways Management goals and allocated approximately 54% of its mission resources toward its Security and Defense goals.

### **Coast Guard Maritime Strategy**

The Coast Guard generates public value through its roles and missions that ensure maritime **safety, security and stewardship**. These roles and missions are *enduring* - long standing responsibilities, accrued to the Coast Guard over two centuries of service because they are inherently governmental, serve the collective good, and can be accomplished most effectively by a single Federal maritime force.

These *enduring* roles and missions are also *converging* in how they complement each other in serving the public good. The Nation's response to the terrorist attacks of September 11<sup>th</sup> and Hurricane Katrina, and the increasing pressures on our waterways and marine resources, are having a profound impact on the development of new management regimes for the U.S. maritime domain and borders. In this time of dynamic change, the Coast Guard's multi-mission nature, which has always been a strong value proposition to the nation, is taking on new dimensions and significance.

- The Coast Guard's work in marine safety is closely coupled with, and reinforces, new initiatives and standards for vessel and facility security.
- Waterways management capacity and expertise are essential to maritime preparedness and port resilience, rapidly restoring commerce and economic stability after massive damage, man-made or natural.
- Combating maritime terrorism systemically couples supporting Coast Guard missions and operations to contribute to the layered defense of the nation against maritime acts of terrorism.
- Coast Guard missions to protect our marine environment and resources are complemented by our safety and security missions, and ensure that uses of our waters and resources are balanced and sustainable.
- The sovereignty enforced by the Coast Guard as it secures the nation's maritime borders from drugs, contraband, illegal migrants and robbery of our natural resources also presents a barrier to criminals and terrorists by layering our security far from shore and with overlapping authorities.
- In moments of international crisis, the Coast Guard can flow non-redundant and unique warfighting capabilities to the Department of Defense.

- Finally, all Coast Guard forces can respond to natural disasters and emergencies, scaling up to a Katrina-level response when our communities are in danger, regardless of the cause.

No Coast Guard mission can be viewed in isolation. All improve and strengthen our economic and national security. The maritime border is unique and complex. It is a system that is at once an international border, an international highway, a coastal beltway, a rich sea to be farmed of fish, a productive mine of mineral resources, a playground for boating, and a construction site for communications and energy infrastructure. The water is different. It requires that we understand that our national interests in maritime **safety, security and stewardship** cannot be pursued in isolation from each other

There are eleven specific statutorily-mandated Coast Guard mission-programs.<sup>1</sup> Many of these mission-programs benefit more than one role, but each directly supports the roles of **safety, security and stewardship**. Table 1 shows the primary alignment of Coast Guard mission-programs to these roles.

Table 1

<b>Safety</b> <i>Saving lives &amp; protecting property</i>	<b>Security</b> <i>Establishing &amp; maintaining a secure maritime system while facilitating its use for the national good</i>	<b>Stewardship</b> <i>Managing the sustainable &amp; effective use of its inland, coastal and ocean waters &amp; resources for the future</i>
Search and Rescue	Illegal Drug Interdiction	Marine Environmental Protection
Marine Safety	Undocumented Migrant Interdiction	Living Marine Resources
Aids to Navigation	Ports, Waterways & Coastal Security	Ice Operations
	Defense Readiness	Other Law Enforcement

Our mission performance balance is guided, first and foremost, by national policy. The Coast Guard Maritime Strategy recognizes the complementary nature of the mission themes of safety, security, and stewardship of the global commons.

Challenges to maintaining America’s maritime sovereignty are looming, and the key strategic actions the nation must take lie in three areas: improving operational capability, building maritime awareness, and developing new legal and international frameworks – maritime regimes – that reconcile increasing uses of the maritime domain with the need to protect our nation and all partner nations. When finalized, the Coast Guard Maritime Strategy will explain how the Coast Guard uses shore-based, maritime patrol and deployable forces to effectively engage across the full spectrum of requirements and threats.

*Table 2 provides a summary of major activities supporting key strategic actions.*

<sup>1</sup> The term “mission-program” is used by the Coast Guard to identify one of its 11 statutorily mandated missions that guide Coast Guard budget presentations as well as strategic planning, programming and performance.

## Key Strategic Actions

Improved Operational Capability	Build Awareness	Create Comprehensive Regime
<ul style="list-style-type: none"> <li>□ “Strategic Trident” Force Structure <ul style="list-style-type: none"> <li>✓ Multi-mission, shore based</li> <li>✓ Maritime patrol &amp; interdiction</li> <li>✓ Deployable, specialized</li> </ul> </li> <li>□ Control &amp; Push Borders <ul style="list-style-type: none"> <li>✓ Advanced Interdiction &amp; Extended Offshore Operations</li> <li>✓ Command &amp; Control integration &amp; collaboration</li> <li>✓ WMD detection</li> </ul> </li> <li>□ “All Hazards...All Threats” <ul style="list-style-type: none"> <li>✓ Adaptive force package</li> <li>✓ Interagency unity of effort</li> <li>✓ Response &amp; Recovery</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>□ Global Maritime Intelligence Integration <ul style="list-style-type: none"> <li>✓ Fusion efforts</li> <li>✓ Collection capability</li> </ul> </li> <li>□ Maritime Domain Awareness Gaps <ul style="list-style-type: none"> <li>✓ Vessel Tracking</li> <li>✓ Common Operating Picture (COP)</li> <li>✓ Port/Coastal surveillance</li> <li>✓ Information sharing</li> </ul> </li> <li>□ Leverage Partnerships <ul style="list-style-type: none"> <li>✓ Interagency Enabled Command Centers</li> <li>✓ National Maritime Intelligence Center (NMIC)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>□ Maritime Domain Management <ul style="list-style-type: none"> <li>✓ Understanding the “unregulated” (e.g. recreational boating)</li> <li>✓ Risk-based standards (e.g. Screening systems, Credentialing, Critical infrastructure)</li> </ul> </li> <li>□ International Engagement <ul style="list-style-type: none"> <li>✓ International Maritime Organization (IMO)</li> <li>✓ Regional Cooperation/Bilateral agreements</li> </ul> </li> <li>□ Ocean/Arctic Policy <ul style="list-style-type: none"> <li>✓ Open Ocean Commerce</li> </ul> </li> </ul>

Throughout the Coast Guard’s history, its leaders have sustained mission balance by using their best professional judgment to maximize public risk reduction for every given public resource within their control. Mission balance is re-evaluated every day and at all levels of the Coast Guard as fully empowered members makes decisions that range from high-level resource allocation decisions all the way to a coxswain’s response to a mayday call.

Effectively balancing mission performance remains critical to overall Coast Guard success. Supporting this need, we continue the task of improving our decision-making processes by making it more repeatable, more rigorous and more transparent. The Coast Guard recently completed its second National Maritime Strategic Risk Assessment to inform our annual budget and planning guidance. We are building an annual Operational Planning Process that will help create better annual Mission Planning Guidance to field commanders. The Coast Guard is pursuing these and other endeavors to ensure and sustain optimal mission balance. We are doing so more consciously now than ever before.

### Mission Planning Guidance

The Coast Guard operationalizes risk-informed mission balance by issuing annual Mission Planning Guidance to field commanders. This direction guides the apportionment of resources and allocates assets to best support national and service-wide goals. This internal guidance highlights both general and specific areas of emphasis to balance mission performance levels by weighing priorities across all missions against expectations of operational performance. This document that anchors operational decisions to higher strategic performance measures, while maintaining the flexibility operational commanders have in daily, tactical, risk-based, decision making.

Finally, our Mission Planning Guidance serves as a principal means to convey organizational strategic direction across the Service. It provides greater insight into the strategic landscape ahead, to ensure personnel are better prepared to execute their day-to-day work while planning for the unexpected.

## Coast Guard Results

Coast Guard forces are flexible, rapidly employable and able to respond to crises with a full range of authorities and capabilities. The Coast Guard has adapted to growing mission demands to enhance maritime security while continuing to meet other mission requirements. For example, in 2005, the Coast Guard:

### *Secured the maritime border:*

- Completed verification of security plans, required by the Maritime Transportation Security Act (MTSA), for U. S. port and facilities and vessels operating in U. S. waters;
- Completed 31 foreign port security assessments in order to improve our awareness of foreign port compliance with international requirements;
- Prevented more than 338,000 pounds of cocaine (an all-time maritime record) and over 10,000 pounds marijuana from reaching the United States; and
- Interdicted nearly 9,500 undocumented migrants attempting to enter the country illegally by sea, the second highest number of any average in the past 20 years.

### *Enhanced national maritime preparedness:*

- Began comprehensive security reviews of waterside nuclear power plants;
- Created formal processes for addressing security concerns and requirements involving the siting of new shore-side Liquefied Natural Gas facilities; and
- Established a new Area Maritime Security Exercise program requiring annual local exercises and designed to assess the effectiveness of the Area Maritime Security Plans and the port community's preparedness to respond to security threats and incidents. Funding appropriated for fiscal year 2006 will bolster this effort significantly.

### *Strengthened partnerships:*

- Established a National Maritime Security Advisory Committee in order to provide a strategic public-private forum on critical maritime security topics;
- Launched America's Waterways Watch, a citizen involvement program that leverages the Coast Guard's relationship with the maritime public;
- Deployed the Homeport information sharing web portal, which allows for collaboration and communication in a controlled security environment (for sensitive but unclassified material) among Area Maritime Security Committee members, all levels of law enforcement and port stakeholders at large;
- Conducted more than 268,000 security patrols, 5,800 air patrols and 10,000 security boardings; and
- Provided security escorts to over 10,000 high value vessels.

### *Saved lives and property:*

- Saved over 33,000 lives in the wake of Hurricanes Katrina and Rita, the largest search and rescue operations in United States history;

- In addition to hurricane response, responded to more than 32,000 calls for maritime rescue assistance; and
- Saved the lives of over 5,600 mariners in distress.

*Protected the environment:*

- Boarded more than 6,000 fishing vessels to enforce safety and fisheries management regulations, a 30 percent increase over 2004;
- Conducted more than 3,000 inspections aboard mobile offshore drilling units, outer continental shelf facilities and offshore supply vessels; and
- Responded to 23,904 reports of water pollution or hazardous material releases from the National Response Center, resulting in 4,015 response cases.

*Facilitated maritime commerce:*

- Kept shipping channels and harbors open to navigation during the Great Lakes and New England winter shipping season;
- Ensured more than 1 million safe passages of commercial vessels through congested harbors through the capabilities of our Vessel Traffic Services; and
- Maintained more than 50,000 federal aids to navigation along 25,000 miles of navigation channels.

*Supported national defense*

- Safely escorted 169 military sealift movements at 13 different major U.S. seaports, carrying more than 20 million square feet of cargo; and
- Maintained an active patrol presence in the Arabian Gulf in support of U.S. Central Command and allied naval units.

## **Conclusion**

Mr. Chairman and members of the Committee, the Coast Guard continues to execute all of its missions, while improving maritime domain awareness. Our Commandant, Admiral Allen, has emphasized the interwoven nature of safety, security and stewardship in the maritime environment. We are a military, multi-mission organization whose field commanders are fully empowered to move assets and make the decisions necessary to lead regional response efforts as (or before) a disaster unfolds. I hope my testimony contributes to the understanding of how the Coast Guard provides the Nation with a flexible, responsive and balanced level of organizational performance across each of our eleven missions.